

Message Text

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AMCONSUL IZMIR

C O N F I D E N T I A L SECTION 1 OF 2 ANKARA 1152

E.O. 11652: GDS

TAGS: SNAR, TU

SUBJ: SEMI-ANNUAL REPORT ON TURKISH NARCOTICS PROGRAM

REF: STATE 12151

BEGIN SUMMARY: THE MOST SIGNIFICANT DEVELOPMENTS DURING THE PERIOD JULY 1 THROUGH DECEMBER 31, 1974 WERE (A) THE TURKISH GOVERNMENT'S DECISION OF JULY 1 LIFTING THE BAN ON OPIUM POPPY CULTIVATION; (B) SUBSEQUENT EFFORTS BY OURSELVES AND THE UN TO PERSUADE THE TURKS TO ADOPT THE POPPY STRAW PROCESS AND TO ESTABLISH AN EFFECTIVE CONTROL SYSTEM; AND (C) THE GOT'S DECISION IN SEPTEMBER TO PROHIBIT THE INCISION OF THE POPPY PODS AND PERMIT ONLY THE HARVESTING OF UNLANCED POPPY STRAW. (THIS DECISION WAS PUT INTO EFFECT BY A DECREE DATED JANUARY 16, 1975). END SUMMARY. THE FOLLOWING PARAGRAPHS ARE KEYED TO THE REPORTING FORMAT OUTLINED IN REFTEL.

1. SECTION A, PARTS A-E: DURING THE REPORTING PERIOD, THE ONLY FUNDS RECEIVED BY TURKEY UNDER THE NARCOTICS PORTION OF THE FOREIGN ASSISTANCE ACT WERE FOR THE FOLLOWING CENTRALLY FUNDED TRAINING PROGRAMS:

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A. IN AUGUST 1974 THE INTERNATIONAL DIVISION OF THE DEA NATIONAL TRAINING INSTITUTE CONDUCTED TWO 2-WEEK TRAINING SCHOOLS IN ANKARA. THE FIRST WAS ATTENDED BY 36 JANDARMA NCO'S, AND THE SECOND BY 45 TURKISH NATIONAL POLICE (TNP) OFFICERS.

B. BEGINNING IN JULY, SEVEN TNP OFFICERS IN COMMAND POSITIONS SUCCESSFULLY COMPLETED A 6-WEEK SCHOOL AT THE DEA NATIONAL TRAINING INSTITUTE IN WASHINGTON.

ALSO, BY LETTER OF JANUARY 16, 1975, USAID ANKARA DE-OBLIGATED THE BALANCE OF \$5,091,740 REMAINING FROM THE \$10.4 MILLION GRANTED UNDER THE AGREEMENT OF MAY 4, 1972 TO ASSIST IN FINANCING ACTIVITIES TO DEVELOP THE AREAS AFFECTED BY THE 1971 BAN ON OPIUM POPPY PRODUCTION.

2. PART F (PERSONNEL): THERE ARE NINE SPECIAL AGENTS IN THREE DEA FIELD OFFICES IN TURKEY, WHO ARE ENGAGED FULL TIME IN NARCOTICS CONTROL ACTIVITIES. (THIS INCLUDES TWO SUPERVISORY AGENTS WITH REGIONAL RESPONSIBILITY). ALSO, ONE MEMBER OF THE EMBASSY POLITICAL SECTION (THE NARCOTICS CONTROL OFFICER) AND ONE USAID OFFICER DEVOTE ABOUT FIFTY PERCENT OF THEIR TIME TO NARCOTICS AFFAIRS. FURTHERMORE, GIVEN THE MAJOR IMPORTANCE OF THE NARCOTICS CONTROL PROGRAM IN TURKEY, THE PROGRAM HAS INCREASINGLY INVOLVED THE DIRECT PARTICIPATION OF THE AMBASSADOR, THE DCM, AND OTHER MEMBERS OF THE COUNTRY TEAM.

3. SECTION B, PART A (SUMMARY): ON JULY 1, 1974, THE TURKISH GOVERNMENT ANNOUNCED THAT IT WAS REINDING THE TOTAL BAN ON OPIUM POPPY CULTIVATION (IN EFFECT SINCE THE 1972 HARVEST) AND GAVE PERMISSION FOR RENEWED CULTIVATION IN SEVEN PROVINCES DURING THE 1974-75 SEASON. HOWEVER, AFTER REPEATED URGINGS BY OURSELVES AND A SPECIAL UN MISSION IN AUGUST 1974 LED BY SIR HARRY GREENFIELD, THE GOVERNMENT ANNOUNCED IN SEPTEMBER THAT IT WOULD ADOPT THE POPPY STRAW PROCESS FOR HARVESTING THE CROP, AND WOULD NOT ALLOW THE FARMERS TO EXTRACT OPIUM GUM FROM THE PODS. (THIS DECISION WAS GIVEN LEGAL EFFECT BY DECREE NO. 7/9204 OF JANUARY 16, 1975.) WHILE THE TURKISH GOVERNMENT HAS ASSURED US AND THE UN OF ITS WILLING NESS AND CAPABILITY TO IMPLEMENT AN EFFECTIVE CONTROL SYSTEM TO ENFORCE THE NON-CONFIDENTIAL

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INCISION DECREE, IT HAS NOT YET INFORMED US OF THE DETAILS OF SUCH A PLAN, NOR TAKEN STEPS TO INSURE THAT IT WILL BE FULLY IMPLEMENTED IN TIME FOR THE 1975 HARVEST.

4. PART B (ABUSE): HASHISH IS THE PRINCIPAL DRUG OF ABUSE IN TURKEY AND ITS USE CONTINUES TO BE GENERALLY RESTRICTED TO YOUNG TURKS RESIDING IN URBAN AREAS. HOWEVER, THERE HAVE BEEN INCREASED REPORTS OF ABUSE INVOLVING INJECTABLE MORPHINE BASE

AND HERION, PARTICULARLY IN ISTANBUL. THE BULK OF TURKISH ENFORCEMENT EFFORTS HAVE CONTINUED TO BE DIRECTED AGAINST HASHISH TRAFFICKING, WHILE TURKISH OFFICIALS TENDED TO DISCOUNT WARNING OF A POTENTIAL AND GROWING HEROIN ABUSE PROBLEM. HOWEVER, ON OCCASION THE TURKISH POLICE HAVE STAGED COORDINATED EFFORTS AGAINST THE HEROIN PROBLEM, E. G., WITH DEA COOPERATION THE SEIZURE IN OCTOBER 1974 OF A PRIMITIVE HEROIN LABORATORY IN ANKARA.

5. PART C (PRODUCTION AND PROCESSING): UNDER THE GOT'S JULY 1 DECISION, POPPY CULTIVATION IS PERMITTED DURING THE 1974-75 SEASON IN THE PROVINCES OF AFYON, USAK, KUTAHYA, BURDUR, DENIZLI, ISPARTA AND PARTS OF KONYA. APPROXIMATELY 103,000 FARMERS HAVE RECEIVED LICNESES FOR CULTIVATION ON A TOTAL OF 20,000 HECTARES (ROUGHLY 49,000 ACRES). WHILE PLANTING TOOK PLACE IN THE AUTUMN, IT IS TOO SOON TO KNOW HOW MUCH THE CROP WILL SURVIVE THE WINTER, OR HOW MUCH WILL BE RE-SOWN IN THE SPRING. (WINTER LOSS IN PREVIOUS YEARS HAS BEEN ESITMAGED TO BE BETWEEN 30 TO 50 PERCENT.) HOWEVER, FOR PLANNING PURPOSES, PRELIMINARY ESTIMATES HAVE BPUT THE CROP AT 16,000 TONS OF UNINCISED POPPY STRAW. AS REPORTED IN ANKARA 1054, WE BELIEVE THE CRUCIAL FACTOR IN THE SUCCESS OF THE POPPY STRAW PROGRAM WILL BE THE ESTABLISHMENT OF A REALISTIC PRICE FOR THE UNINCISED STRAW, I.E., ONE WHICH WILL PROVIDE A SATISFACTORY RETURN TO THE FARMER-- AND BE ACCEPTABLE TO HIM--AND AT THE SAME TIME BE WITHIN REASONABLE LIMITS.

THE PRINCIPAL RESPONSIBILITY FOR DEVELOPING AND IMPLEMENTING AN EFFECTIVE POPPY CONTROL PROGRAM FOR CULTIVATION AND HARVESTING HAS BEEN GIVEN TO THE SOIL PRODUCTS OFFICE (TMO). UNDER TURKISH LAW, HOWEVER, THE JANDARMA OR TURKISH NATIONAL POLICE MUST HAVE A REPRESENTATIVE ON EACH CONTROL TEAM CHARGED WITH INSPECTING THE LICNESED PLOTS TO INSURE CONFORMITY WITH

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THE LAW. ADDITIONAL MANPOWER FOR THE PROGRAM WILL ALSO BE PROVIDED BY THE MINISTRIES OF AGRICULTURE AND FORESTRY. THE JANDARMA AND TNP ARE ALOS RESPONSIBLE FOR DETECTING AND DESTROYING ANY ILLICIT CULTIVATION THROUGHOUT THE COUNTRY.

HOWEVER, TO DATE THE TURKISH AUTHROITIES HAVE NOT INDICATED WHAT SPECIFIC STEPS WILL BE TAKEN TO INSURE THE NECESSARY COOPERATION AMONG THE TMO, JANDARMA AND TNP, NOR HAVE THEY YET MADE A SUFFICIENT COMMITMENT OF MANPOWER AND MATERIAL RESOURCES TO THE SURVEILLANCE PROGRAM. AS A RESULT OF THE GOT'S DECREE PROHIBITING INCISION, THE TMO IS PRESENTLY REVISING ITS ENTIRE CONTROL PROGRAM, AND TMO OFFICIALS HAVE TOLD US INFORMALLY THE NEW PLAN WILL PROVIDE FOR SHARP INCREASES IN THE COMMITMENTS OF MANPOWER AND EQUIPMENT. WE WILL CONTINUE TO ENCOURAGE THE TURKS, BOTH IN OUR BILATERAL

CONTACTS AND THROUGH THE UN, TO ESTABLISH AN EFFECTIVE CONTROL SYSTEM, TO COMMIT ADQUATE MANPOWER TO THE TASK, AND TO SET UP A UNIFIED INFORMATION STRUCTURE INORDER TO DEVELOP TIMELY AND USEFUL NARCOTICS INTELLIGENCE.

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6. PART D (TRAFFICKING TRENDS): THE PAST SIX MONTHS HAVE WITNESSED A STEADY RISE IN THE PRICES OF OPIUM AND MORPHINE BASE IN THE ILLICIT MARKET IN TURKEY TO THEIR PRESENT LEVELS OF \$360 PER KILOGRAM FOR OPIUM AND \$4000-5000 PER KILOGRAM OF MORPHINE BASE. ALSO, SEVERAL PROMINENT TURKISH NARCOTICS VIOLATORS WERE RELEASED FROM PRISON UNDER THE AMENSTY LAW OF MAY 1974. OTHER IMPORTANT DEVELOPMENTS INCLUDED THE APPEARANCE OF A RELATIVELY UNSOPHISTICATED HEROIN PRODUCTION CAPABILITY AND A SMALL DOMESTIC HEROIN MARKET, AND INCREASING EVIDENCE OF RENEWED CONTACT BETWEEN TURKISH SUPPLIERS AND FRENCH CORSICAN HEROIN CONVERTERS. (THIS LATTER DEVELOPMENT MAY BE AN INDICATION THAT OLD STICKPILES ARE BEING DRAWN DOWN IN ANTICIPATION OF A RENEWED SUPPLY AFTER THE 1975 HARVEST.) FURTHER AVAILABLE EVIDENCE INDICATES THERE IS AN INCREASED FLOW OF TURKISH OPIUM TO EGYPT, WHERE THE PRICE PER KILOGRAM IS REPORTEDLY \$3000-4000. INFORMATION ON THE PREFERRED SMUGGLING ROUTES BETWEEN TURKEY AND EUROPE ON, ON THE ONE HAND, AND TURKEY AND EGYPT, ON THE OTHER, WERE REPORTED IN

ANKARA 741.

7 PARE E (REGIONAL AND MULTILATERAL COOPERATION): IN
DECEMBER 1974 A REPRESENTATIVE OF THE TNP CENTRAL ARCOTICS
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BEUREAU (TOGETHER WITH AN ANKARA DEA AGENT) CONFERRED WITH
DEA, GERMAN AND AUSTRIAN NARCOTICS OFFICIALS IN EUROPE RE-
GRADING THE INCREASED MORPHINE BASE TRAFFIC BETWEEN TURKEY,
GERMANY AND AUSTRIA. GERMAN AUTHORITIES ALSO PROVIDED IN-
FORMATION WHICH FACILITATED THE FOLLOW-UP INVESTIGATION IN THE
CASE OF THE ANKARA HEROIN LABORATORY. ALSO, DURING THE RE-
PORTING PERIOD, THERE WERE TWO VISITS TO TURKEY BY SPECIAL
UN MISSIONS LED BY SIR HARRY GREENFIELD (IN AUGUST 1974 AND
JANUARY 1975). ON THEIR FIRST VISIT, IN DISCUSSIONS WITH
TURKISH GOVERNMENT OFFICIALS, THE GREENFIELD PARTY URGED
ADOPTION OF A POPPY STRAW PROCESS AND ESTABLISHMENT OF AN
EFFECTIVE CONTROL SYSTEM. ON THEIR LATER VISIT, THE TEAM DIS-
CUSSED WITH THE TURKS IMPLEMENTATION OF THE CONTROL SYSTEM,
BID INVITATIONS FOR THE PROPOSED ALKALOID PLANT IN AFYON,
ESTABLISHMENT OF A REALISTIC PRICE FOR THE POPPY STRAW, WHETHER
OR NOT A SUBSIDY WOULD BE NEEDED AND, IS SO, WHERE IT SHOULD
COME FROM. THE GOT AGREED THAT UN REPRESENTATIVES WOULD
BE WELCOME TO RETURN TO TURKEY IN THE COMING MONTHS FOR FUR-
THER CONSULTATIONS ON THE POPPY CONTROL PROGRAM.

8. PART F (EMBASSY AND HOST GOVERNMENT ACTIVITIES): BOTH
PRIOR TO AND FOLLOWING THE TURKISH GOVERNMENT'S DECISION TO
RESCIND THE BAN ON CULTIVATION, THE AMBASSADOR MADE REPEATED
AND VIGOROUS REPRESENTATIONS AT THE HIGHEST LEVELS OF THE GOT,
URGING THAT THE BAN BE RETAINED. ONCE THE BAN WAS LIFTED, HOW-
EVER, WE URGED THE TURKISH GOVERNMENT TO ADOPT THE POPPY
STRAW METHOD OF HARVESTING, AND TO ESTABLISH AND IMPLEMENT
THE MOST EFFECTIVE SURVEILLANCE PROGRAM POSSIBLE. DAY-TO-DAY
WORKING LEVEL CONTACTS CONTINUED BETWEEN EMBASSY, DEA AND
USAID OFFICERS ON THE ONE HAND, AND THEIR COUNTERPARTS IN
THE FOREIGN MINISTRY, JANDARMA, TNP AND TMO ON THE OTHER
HAND, REGARDING THE GOT'S PLANS FOR CULTIVATION AND ENFORCEMENT
IN 1975. AMBASSADOR SHELDON VANCE VISITED TURKEY IN NOVEMBER
FOR DISCUSSIONS WITH US OFFICIALS REGARDING THE POPPY CONTROL
PROGRAM. HE ALSO HAD INFORMAL TALKS WITH TURKISH OFFICIALS.

SINCE THE RESIGNATION OF THE ECEVIT GOVERNMENT IN
SEPTEMBER, THE PROLONGED GOVERNMENT CRISIS IN TURKEY HAS
MEANT THERE HAS BEEN A MARKED LACK OF STRONG LEADERSHIP IN
THE POPPY CONTROL PROGRAM, AS WELL AS OTHER AREAS OF GOVERN-
MET POLICY. ALTHOUGH THE GOVERNMENT DID ISSUE ON JANUARY
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16 THE DECREE PROHIBITING INCISION, IT HAS NOT YET INFORMED US OF A DETAILED PROGRAM FOR IMPLEMENTING THE DECREE. DESPITE RECOMMENDATIONS BY OURSELVES AND THE UN SPECIAL MISSION THAT OVERALL RESPONSIBILITY FOR COORDINATING THE GOT'S POPPY CONTROL EFFORTS BE CLEARLY ASSIGNED TO A SPECIFIC INDIVIDUAL, THE GOT HAS NOT RPT NOT TAKEN SUCH A STEP.

9. PART G (ENFORCEMENT): THE SINGLE MOST SIGNIFICANT ACHIEVEMENT WAS THE SEIZURE BY THE TURKISH POLICE IN OCTOBER OF THE ANKARA HEROIN LABORATORY (PARA 4 ABOVE). DURING THE REPORTING PERIOD, THE TNP SEIZED 56 KILOS OF HASHISH AND 435 D.U.'S OF LSD, THE JANDARMA REPORTED SEIZING OVER 314 KILOS OF HASHISH AND 32 KILOS OF CANNABIS SEEDS; AND JOINT TNP/JANDARMA SEIZURES WERE 113 KILOS OF HASHISH, NEARLY 29 KILOS OF MORPHINE BASE, 16.8 KILOS OF OPIUM, 65 GRAMS RPT GRAMS OF HEROIN, AND 98 D.U.'S OF MORPHINE SULFATE. ARREST STATISTICS WERE AS FOLLOWS: JANDARMA 22, TNP 70, JOINT TNP/JANDARMA 26 (INCLUDING 8 HEROIN OFFENDERS AND 4 FOR OPIUM). THERE HAVE BEEN NO CHANGES IN TURKISH LEGISLATION REGARDING NARCOTICS OFFENSES OR COURT PROCESSING OF NARCOTICS CASES.

10. PART H (INCOME SUBSTITUTION): UNDER THE MAY 1972 AGREEMENT, \$10.4 MILLION WAS OBLIGATED TO ASSIST IN FINANCING CROP SUBSTITUTION PROJECTS IN THE AREAS AFFECTED BY THE BAN. PRIOR TO THE RECISSION OF THE BAN IN JULY 1974, \$5.3 MILLION WAS ACTUALLY RELEASED TO THE TURKISH GOVERNMENT (THE BALANCE WAS ODEOBLIGATED IN JANUARY 1975, SEE PARAGRAPH 1). OF THE THIRTEEN PROJECTS APPROVED BY THE POPPY BOARD FOR FUNDING UNDER THIS PROGRAM, SEVEN HAVE BEEN COMPLETED AND SIX ONGOING PROJECTS CONTINUED TO BE FUNDED DURING THE REPORTING PERIOD FROM MONEY WHICH HAD ALREADY BEEN TURNED OVER TO THE TURKISH GOVERNMENT BUT REMAINED UNSPENT. THESE ACTIVITIES INCLUDED IRRIGATION PROJECTS, A MILK PROCESSING PLANT, CATTLE PRODUCTION, A SUNFLOWER PROJECT, AND WHETA PRODUCTION. ACCORDING TO TURKISH OFFICIALS, GOT AGENCIES HAVE BEEN ASKED BY THE POPPY BOARD TO PROVIDE FUNDS IN THEIR REGULAR BUDGETS TO CONTINUE FINANCING THE PROJECTS IN THE FUTURE UNTIL THEY ARE COMPLETED. DURING THE REPORTING PERIOD, NO NEW CROP SUBSTITUTION PROJECTS WERE APPROVED BY THE POPPY BOARD. FURTHERMORE, PRIOR TO THE LIFTING OF THE BAN ON JULY 1, APPROXIMATELY \$2.5 MILLION REMAINED FROM THE \$10 MILLION GRANTED AS CONFIDENTIAL

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COMPENSATION FOR THE LOSS OF FOREIGN EXCHANGE (WHICH THE TURKISH GOVERNMENT CHOSE TO PAY DIRECTLY TO THE FARMERS AS COMPENSATION FOR THEIR LOSS OF INCOME). TURKISH OFFICIALS HAVE TOLD US THE GOT ADDED \$3.2 MILLION FROM

ITS OWN FUNDS TO GO ALONG WITH THE \$2.5 MILLION TO MAKE THE
COMPENSATION PAYMENTS TO THE FARMERS IN 1974.

11. PART I (TREATMENT/REHABILITATION/EDUCATION): AS
PREVIOUSLY REPORTED (ANKARA 3189 OF APRIL 26, 1974), THE
TURKISH GOVERNMENT HAS NO SPECIFIC PROGRAMS AND NO SEPARATE
BUDGET FIGURES FOR NARCOTICS TREATMENT AND REHABILITATION.
THERE IS ONE MAJOR PUBLIC HEALTH INSTITUTION (IN ISTANBUL)
WITH A 50-BED UNIT SET ASIDE FOR NARCOTICS CASES. THESE
BEDS ARE USUSLLY FILLED WITH PATIENTS BROUGHT THERE BY THE
TURKISH POLICE. THE GENERAL DIRECTORATE OF MENTAL HEALTH
HAS FOR SEVERAL YEARS ADVOCATED THE ESTABLISHMENT OF A
SPECIAL HOSPITAL FOR THE TREATMENT OF NARCOTICS ADDITCT,
BUT SO FAR FUNDS HAVE NOT BEEN AVAILABLE.
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